CLASS P BOOK

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AUG 1 3 1924

MAYOR'S MESSAGE

DISAPPROVING

MUNICIPAL COURT BUDGET

AND OTHER ITEMS

DECEMBER 21, 1920

CITY OF PHILADELPHIA
1920

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Office of the Mayor.

Philadelphia, December 21, 1920.

To the President and Members of the
Council of the City of Philadelphia.

Gentlemen:—I return herewith with my approval, except as to the items hereinafter enumerated, a bill entitled "An Ordinance for the adoption of a financial program for the City of Philadelphia for the year 1921, and making appropriations to carry such program into effect," as provided in the Act of June 25, 1919. Disapproval of the enumerated items is in the interest of economy and efficiency, and in strict adherence to the "pay as you go" spirit of the new City Charter. The appropriations made in the bill, as forwarded by the Council, correspond to the penny with the total estimated receipts for the year 1921; viz.: $59,304,310.50, but provision is not made for a full year's expenditures as the Charter contemplates. The compensation of policemen and firemen is not appropriated to cover the annual period, and reliance to fully pay these worthy public servants apparently is placed upon forfeitures, liquor license moneys, or other more or less assured receipts that may come in toward the end of the year.

The deficiency for the year 1921, on account of policemen's pay, I am advised, is $905,850, and on account of firemen's pay $328,700, a total of $1,234,550. Reductions from the appropriations provided for the various departments in the bill will, therefore, bring the estimated revenue for the year 1921 into closer accord with the annual outgo as required by law.

Pursuant to Section 6, Article XVI, of the Act of June 25, 1919, the following items in the bill are disapproved, or reduced, as indicated:

195654

"COMMISSIONERS OF FAIRMOUNT PARK.

"Section 5, Item A-3. Personal services; labor, skilled and unskilled, $400,000."

Reduced to $300,000.

The pay of park guards has been increased, as recommended by the Mayor, to a sum equal to that paid policemen and firemen, and the general appropriation to the Commissioners of Fairmount Park should bear a proportion of the expense. The item "Personal services: labor, skilled and unskilled" is a flexible one, giving the Commissioners great latitude, and the allowance above suggested will not interfere with their activities and necessities.

"CITY COMMISSIONERS.

"Section 9, Item A-1.

"Line 10. Children's agent and investigator, 12 at $1,500;" reduced to 10 at $1,500.

The Commissioners contend that they require these children's agents and investigators, headed by a supervising investigator at $3,000 and a deputy at $2,100 (all receiving bonus in addition), to trace out the allotment of funds for the maintenance of children who are the wards of the City. Representatives of the Philadelphia Child Welfare Association and other bodies contend that this work is a duplication of the work of the Municipal Court, which has three hundred (300) probation officers, which are not all the probation officers paid for by the City to investigate child welfare. The employment of all these investigators by the Commissioners, the Court, the Sheriff and others provided for in the budget, raises the question of unnecessary duplication in the employment of this class of City or County employees. It also involves the larger question, which I shall not now discuss at length, of the propriety of having continued court jurisdiction over children under 16 years of age. Students of the child welfare problem advise me that a reduction in the County Commissioners' force of investigators would work no harm.

"Section 9, Item A-11. Municipal Court.

"Line 41. Officer, 42 at $2,000;" reduced to 27 at $2,000.

There are nine judges in the Municipal Court, for whom forty-two (42) officers, in addition to thirteen (13) criers, are allowed in the bill. In the Common Pleas Courts, where there are fifteen (15) judges, only thirty-nine (39) officers are allowed. The Municipal Court judges thus get nearly five officers each, apart from the criers, whereas the Common Pleas judges have two and a fraction each. It is proposed to reduce the number of officers allowed to each Municipal Court judge to three (3), which is more than the Common Pleas judges have. This would reduce the cost to the City, from $84,000 to $54,000 on this item.

"Line 42. Crier, 1 at $2,750;" reduced to $2,250.

"Line 43. Crier, 2 at $2,500;" reduced to $2,250 each.

These reductions are made to make the salaries of the Municipal Court criers uniform with the criers of the Courts of Common Pleas and Orphans' Court. The criers of the Court of Quarter Sessions receive higher pay than those of the Common Pleas and the Orphans' Courts, but their salaries are fixed by Act of Assembly.

"Line 46. Stenographer, 11 at $4,000;" reduced to 9 at $4,000.

The fifteen Common Pleas judges are allowed 14 stenographers at $4,000 per annum—less than one stenographer for each judge. The reduction in this item, from 11 to 9 stenographers at $4,000 each, allows one stenographer for each of the nine judges in the Municipal Court. In addition to the compensation allowed these stenographers, fees are also allowed them for copy furnished, and in addition, the Court has sanctioned the use of the mandamus to recover stenographers' fees, which, according to

the City Controller's report for 1918, amounted generally to $164,361.15. The Controller's report for 1919 shows that stenographers' fees were recovered by mandamus through the Municipal Court to the amount of $24,031.14, and through the Common Pleas Courts to the amount of $36,841.68. This is in addition to the salaries and the bonuses paid to stenographers on their salaries up to and including $4,000 per annum.

"Line 48. Janitor, 16 at $1,200;" reduced to 12 at $1,200.

In addition to the 16 janitors provided in the bill for the Municipal Court, Item 84 allows for "Cleaner, 13 at $600." The buildings under the jurisdiction of the Municipal Court could be well taken care of, it is believed, by 12 janitors with the 13 cleaners, or 25 in all.

In the matter of clerks and a variety of other employees, it is impossible, as the budget is made up, to determine their application to any specific branch of the Municipal Court service. The salaries of clerks so vary as to require a particular inquiry as to each clerk to ascertain exactly what the duties are. It is believed, as the result of inquiry, that some of the work of these clerks is duplicated, or unnecessary to an economical administration.

"Line 49. Clerk, 5 at $4,000;" reduced to 3 at $4,000.

"Line 68. Clerk, 7 at $1,350;" reduced to 5 at $1,350.

"Line 69. Clerk, 13 at $1,200;" reduced to 10 at $1,200.

"Line 70. Clerk, 5 at $1,020;" reduced to 4 at $1,020.

"Line 71. Clerk, 6 at $1,000;" reduced to 4 at $1,000.

These reductions do not apply to the 12 filing clerks, 5 at $1,200 and 7 at $900, allowed in the bill.

The bill allows generally for about fifty-one (51) clerks, designated as such, for the Municipal Court, in addition

to 55 officers and criers, 80 stenographers and 300 probation officers, but these do not complete the list of employees of the Court.

"Line 57. Probation officer, 14 at $2,500;" reduced to 7 at $2,500.

"Line 58. Probation officer, 6 at $2,000;" reduced to 3 at $2,000.

"Line 59. Probation officer, 40 at $1,800;" reduced to 20 at $1,800.

"Line 60. Probation officer, 48 at $1,500;" reduced to 24 at $1,500.

"Line 61. Probation officer, 88 at $1,200;" reduced to 44 at $1,200.

"Line 62. Probation officer, 21 at $1,350;" reduced to 11 at $1,350.

"Line 63. Probation officer, 12 at $1,020;" reduced to 6 at $1,020.

"Line 64. Probation officer, 66 at $1,000;" reduced to 33 at $1,000.

The total number of probation officers asked for by the Municipal Court and allowed in the bill is thus cut approximately in half. It is believed that the more than 150 probation officers remaining are ample to do the work. The Municipal Court was created by an Act of Assembly, approved July 12, 1913, about seven years ago, prior to which time probation officers were not employed by the taxpayers, except in limited number. Moreover, in the County Commissioners' direct appropriation, as heretofore indicated, provision is made for a "supervising investigator at $3,000 per annum, a deputy supervising investigator at $2,100 per annum and 12 children's agents and investigators at $1,500 per annum each," all evidently engaged upon probation work, while the Sheriff also receives appropriations for Juvenile Court work and for other assistance to the Municipal Court. Further than this, the Department of Public Welfare has under its jurisdiction at the present time, nearly 1,000 children who are more or less permanent charges, but whose wel-

fare is safeguarded by four (4) probation officers—not a sufficient number as the department believes, but all the Council has granted, to care for one-quarter the total number of children at any time under the control of the Municipal Court.

The report of the Municipal Court for 1919 (Juvenile Court Division), shows that less than 10,000 cases (to be exact—9,975) were before the Court in the year 1919. Many of these "cases" were the same case several times over, where it was necessary to consider the same child. "For example," says the report of the Court on page 237, "if a delinquent child is brought before the judge or the interviewers at the House of Detention four times during the year, he is counted as four (4) cases, provided there is a disposition with each appearance." The presence of the child in the House of Detention is temporary and dependent largely upon Court sessions, which are held once or twice a week. Then the child is disposed of. In its report for 1919, the Court illustrates (page 227) as follows: "The average stay of a child in the House of Detention is one week, but many children are held longer for the purpose of further observation or to determine their capabilities."

The report of the Municipal Court shows (page 180) that the number of women and girls in the House of Detention on the first day of each month varies from nine (9) to sixty-five (65). In order words, during 1919, the highest number of girls and women in the House of Detention on the first day of January was nine (9), and on the first day of July, sixty-five (65). The highest number coming and going during any month was in October, when 306 were received, an average of ten a day. As the schedule of salaries is made up for probation officers in the Municipal Court budget, it is impossible to tell how many of the 300 probation officers are used in the various divisions of the Court, but we know that in the Department of Public Welfare four (4) probation officers, which is not enough, look after the welfare of one thousand children throughout the year. It is said there are sixty (60) probation officers looking after the Juvenile Aid Division of the Municipal Court.

"Item A-11.

"Line 65. Probation officer, 1 at $500;" this item is eliminated.

It appears that this $500 per annum probation officer was created by the Municipal Court, which designated the present Superintendent of the House of Detention, who receives a salary of $2,500 per annum as superintendent, and whose wife, as Assistant Superintendent, receives a salary of $1,800, both plus bonus. There is no question about the efficiency of the Superintendent or of the Assistant Superintendent, both of whom appear to be admirably adapted for the work they have to do; but the law as to the holding of more than one office is specific. I quote Section 3, Article IV, of the new City Charter: "No person shall hold more than one office or position of profit under the City Government, and no person shall hold any office or position of profit under the City, or any department thereof, while holding any other office or position of profit in or under the Government of the United States, of this Commonwealth, or any County, City or other political subdivision thereof."

"Line 66. Stenographer, 7 at $1,500;" reduced to 5 at $1,500.

"Line 67. Stenographer, 62 at $1,200;" reduced to 40 at $1,200.

Included with the other stenographers in the Municipal Court budget, these two groups of stenographers bring the total number of stenographers for the Municipal Court alone up to eighty (80), which is believed to be in excess of the Court's actual needs. The amount asked for these stenographers in the Municipal Court budget, as separated from other items where extra stenographic help is provided, is $128,900. It should also be noted that the stenographers' fees allowed by the Municipal Court on mandamus in 1919 (Controller's report, page 42), amounted to $24,031.14. During the same period the probation officers were awarded $70,050.45 on mandamus by the Municipal Court, in addition to $8,325.86 coming under the head of "personal services."

"A-18. Personal services: at the dispensary, Gynecean Hospital and Misdemeanants' Court, $30,000;" reduced to $20,000.

The Gynecean Hospital, during the year 1919 (Philadelphia Municipal Court Report, 1919, page 361), admitted 312 patients. In addition, a large number of treatments and tests were given. It is believed, however, upon the Court's own showing, that it does not need the $30,000 allotted to it, for at no time, apparently, does the population of the Gynecean Hospital, even temporarily, exceed sixty (60). For this work seven (7) physicians, at salaries ranging from $1,000 to $2,500 are asked, in addition to one physician's assistant, three nurses, one superintendent and one matron. In contrast, the medical staff of the Department of Public Welfare, having charge of the House of Correction, the Home for the Indigent and the children at Brown's Farm, consists only of five physicians and six nurses; two nurses only at the House of Correction; two only at the Home for the Indigent, where the aged male and female are cared for, and two at Brown's Farm, where there is a large children's colony. At the House of Correction there are 475 male and 190 female inmates, a total of 665, requiring constant medical attendance; at the Home for the Indigent there are 600 male and 375 female inmates, a total of 975, mostly infirm and needing medical assistance; and at Brown's Farm there are 29 children, 12 suffering from paralysis, and 10 in braces, all needing constant medical oversight. But notwithstanding, in addition to two physicians, one at $5,000 and one at $2,500 for the Muncipal Court proper, allowance is also made in the budget—Item A-13, for "personal services: medical attendance, Municipal Court, $3,000;" and these items are apart from the physicians allowed for the Gynecean Hospital, Misdemeanants' Court and the House of Detention. Another item, A-18, Line 6, "Physician at not exceeding $5.00 per day," is evidently intended to permit the employment of other physicians for the Gynecean Hospital and Misdemeanants' Court, in addition to those already referred to. Hence, the reduction of the Gynecean Hospital item from $30,000 to $20,000.

If the City, in the care of the worthy poor at the Home for the Indigent and Brown's Farm and the treatment of those who are diseased in its correctional institutions, can perform the work for so large a number with so small a staff of physicians and nurses, it seems not unreasonable that the Municipal Court should get along with a smaller staff of Medical employees than the budget allows to this institution, where a small group of wayward women are cared for. Without reflecting upon such work as is done at the Gynecean Hospital, an inspection of that institution, which occupies a former private residence, raises the question whether the taxpayers should be put to the expense of maintaining this separate establishment for the special treatment of a few unfortunate women, who, if it were not for the taking over of this hospital by the Municipal Court, would go to the ordinary correctional institutions under the Department of Public Welfare.

"Item 44. Traveling and other expenses of probation officers and inspectors, Juvenile Division of Municipal Court, $8,000;" is reduced to $6,000, which is believed to be sufficient.

"Item 45. Traveling and other expenses, officers of Domestic Relations and criminal branches, Municipal Court, $8,000;" is reduced to $6,000, which is believed to be sufficient.

"Item 48. Furniture and other furnishings, Municipal Court, $15,000;" is reduced to $7,500.

"Item 49. Printing and stationery, Municipal Court, $10,000;" is reduced to $5,000.

"Item 50. Printing annual report, Municipal Court, $5,000;" reduced to $3,500.

"Item 52. Miscellaneous supplies, etc., not otherwise provided for, $5,000;" reduced to $2,500.

"Item 61. Alterations, repairs, etc., Municipal Court, $15,000;" reduced to $7,500.

Acknowledging the good work done by the Municipal Court, it is submitted that at the Philadelphia General Hospital, where there are 1,590 patients, all of a distressed nature, there are five resident physicians only, and forty-five internes, the latter of whom receive no compensation. At the Philadelphia Hospital for Contagious Diseases, where there are 597 patients, there are nine resident physicians, and five internes. At the Philadelphia Hospital for Mental Diseases, known as "Byberry Farms," where the patients number 2,829, and are in constant need of medical assistance, there are but ten resident physicians. Moreover, inquiry as to the operation of the Municipal Court of Chicago, a city with a larger population than that of Philadelphia, reveals the fact that while there are thirty-one judges located in different parts of the city for the convenience of the people, and not at the City Hall, and doing a much greater volume of business in all cases than is done in the Municipal Court of Philadelphia, there are but seventeen probation officers, one a chief probation officer at $3,250, and sixteen probation officers at $1,650, a total of $29.650. This is suggested in contrast to the present bill which, as stated, carries 300 probation officers at salaries ranging from $500 to $2,500, except, in addition, the chief, who gets $5,000, all of whom, below the chief, have bonus added to the salary.

A further illustration presents itself in a consideration of the work of all the courts as related to the Municipal Court. The old and long-established Common Pleas Courts, with fifteen judges, who also sit in the Court of Quarter Sessions, and the Orphans' Court judges, who audited and settled estates during the year 1919 to the total value of $128,911,879, receive an appropriation for the vast work done by them of $401,030, divided as follows, for personal services:

Common Pleas Court	$199,090
Orphans' Court	68,155
Quarter Sessions Court	133,785
Total	$401,030

The newly-created Municipal Court, with its vast army of employees, asks in the present budget, for personal services, more than $1,000,000, made up as follows:

Municipal Court, regular payroll (not including the salaries of nine judges)	$976,786
"Personal services"	3,000
House of Detention	36,938
Gynecean Hospital	30,000
	$1,046,723

or more than twice as much in the aggregate as is allotted to all the Courts of Common Pleas, including the Quarter Sessions Court and the Orphans' Court. The salaries of the judges themselves are not included in these estimates since they are paid by the Commonwealth of Pennsylvania.

"BUREAU OF WEIGHTS AND MEASURES.

"Item A-21. Personal services.

"Line 5. Inspector, 53 at $1,500;" reduced to 35 at $1,500.

It was stated before Council that these men were obliged to inspect about 50,000 stores, which would be an average of about 1,000 stores per year per inspector, which, reduced to days, would mean the inspection of about 3 stores per day.

In the present financial emergency, it is believed that 35 inspectors would be sufficient to do this work.

"Item 81. Transportation, stationery, office supplies, furniture, fuel, scientific and field equipment, printing, postage, keep and maintenance of horses, wagons and motor cars, repairs of motor cars, replacements for insurance against property damages resulting from collision, theft,

accident or other eauses, and miscellaneous, $17,500;" redueed to $10,000.

This item is believed to be exeessive and unneeessary to the extent allowed in the bill and is, therefore, redueed.

"RECORDER OF DEEDS.

"Seetion 15. This section appropriates $439,880 for the Reeorder of Deeds, prineipally for personal serviees. Ineluded in the long list of employees is provision for 55 typists at $1,500 as provided by Aet of Assembly, and for 80 speeial typists at $1,500, thirty (30) of whom are authorized by the Legislature. It is believed that the Reeorder of Deeds is amply provided with elerks and assistants in numbers suffieient to do the work of the offiee and bring the reeording up to date if the usual standards with regard to time and efficieney were applied. For this reason, the Mayor, some months ago, vetoed an ordinanee adding a large number of typists to the Reeorder of Deeds' foree, but the veto was not sustained by the Counеil. During the last few days, the Real Estate Board, whieh is interested with all good eitizens in faeilitating real estate transfers, has requested that no reduetion be made in the Reeorder of Deeds' budget. While real estate transfers are falling off, the Reeorder is said to be 107,000 documents behind and that his present foree should be eontinued in order that the work of the offiee may be brought up to date. The Real Estate Board has indieated its faith in the ability of the Reeorder of Deeds to eateh up with the work if this present working foree is eontinued, and he is given in addition, $20,000 for salaries and wages, extra elerk hire, Item A-3, as provided in the bill. In order that this may be tried out and no impediment thrown in the way of the Reeorder to bring his work up to date, no reduction is made in his budget as presented."

Respectfully yours,

J. HAMPTON MOORE,

Mayor.